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**WOODBURN
TRANSPORTATION SYSTEM
PLAN**

(CH2M Hill, October 2005)

SECTION 7

Modal Plans

This section summarizes the preferred transportation system for the Woodburn UGB to be implemented over the next 20 years. The transportation improvements in this section were included based on the analysis of relevant plans and policies, existing and future no build conditions, and the alternatives analysis. This section contains the following subsections:

- Street system plan
- Intracity and intercity transit facilities plans
- Pedestrian plan
- Bicycle plan
- Rail facilities plan
- Air, water, and pipeline transport facilities plans
- Transportation demand management programs

Street System Plan

The Woodburn street system plan addresses anticipated operational and circulation needs through the year 2020. The street system plan consists of functional classification designations, street design standards, recommended capacity and connectivity improvements, access management strategies, and traffic operations standards.

Functional Classification Plan

The purpose of classifying streets within the UGB is to create a balanced system that facilitates mobility for vehicles, transit, pedestrians, and cyclists. Street functional classification identifies the intended purpose, the amount and character of traffic, the degree to which nonauto traffic is emphasized, and the design standards. It is essential that the street functional classification consider the adjacent land uses.

The functional classification designations specified in the 1996 TSP are recommended as part of the updated TSP. The primary classification designations are discussed below.

- *Freeway*: In accordance with the Oregon Highway Plan, the primary function of the interstate is mobility, because freeways connect major cities, regions within Oregon, and other states, and serve as major freight routes. The freeway should provide “safe and efficient high-speed continuous-flow.” The freeway has full access control with access limited to the interchange. Only motorized vehicle traffic is served.
- *Major Arterial*: Primary functions are to serve local and through traffic as it enters and leaves the urban area, connect Woodburn with other urban centers and regions, and provide connections to major activity centers within the UGB. Per the OHP, emphasis

should be on traffic flow, pedestrian and bicycle movements. On-street bicycle lanes and sidewalks should be provided.

- *Minor Arterial*: Primary functions are to connect major activity centers and neighborhoods within the UGB and to support the major arterial system. Minor arterials should have a higher degree of access, shorter trip lengths, lesser traffic volumes, and lower travel speeds than major arterials. Like major arterials, emphasis should be on traffic flow, pedestrian and bicycle movements. On-street bicycle lanes and sidewalks should be provided.
- *Service Collector*: Primary function is to provide connections between neighborhoods and major activity centers and the arterial street system. Some degree of access is provided to adjacent properties, while maintaining circulation and mobility for all users. Service collectors carry lower traffic volumes at slower speeds than major and minor arterials. On-street bicycle lanes and sidewalks should be provided.
- *Access Street*: Primary function is to connect residential neighborhoods with service collectors or arterials. On-street parking and access to adjacent properties is prevalent. Slower speeds should be provided to ensure community livability and safety for pedestrians and cyclists. In many cases, cyclists can “share the road” with motor vehicles because of low traffic volumes and speeds. Sidewalks or pathways should be provided for pedestrians.
- *Local Streets*: Primary function is to provide direct access to adjacent land uses. Short roadway distances, slow speeds, and low traffic volumes characterize local streets. Cyclists can share the road with motor vehicles. Sidewalks or pathways should be provided for pedestrians.

Figure 7-1 shows the functional classification designations for all existing and future streets within the proposed Woodburn UGB. In the figure, the alignment of future streets is conceptual, meaning that the end points of the streets are often fixed but the alignment between the end points may vary depending on the design requirements and right-of-way constraints at the time in which the street is constructed. It should be noted that, at this time, there are no known environmental concerns or issues associated with any of the new roadways shown in the figure.

In addition, the construction of new roadways in the area being studied for UGB expansion is contingent upon the expansion occurring. If the UGB is not expanded, the roadway system is anticipated to operate acceptably in the absence of these facilities.

The designation for all streets is as follows:

- *Freeway*: I-5
- *Major Arterial*: Oregon 219, Oregon 214, Oregon 99E, and Oregon 211
- *Minor Arterial*: Southern Arterial, Boones Ferry Road, Settlemier Avenue, Evergreen Road, Front Street, Hardcastle Avenue, Young Street (between Oregon 99E and Front Street), and Butteville Road

- *Service Collector:* Parr Road, Crosby Road, Lincoln Street (Front Street to Oregon 99E), West Hayes Street (Settlemer Avenue to Evergreen Road), Arney Road, Progress Way/Industrial Avenue, Park Avenue, Gatch Street (Lincoln Street to Cleveland Street), Cleveland Street (Settlemer to Oregon 99E), Woodland Drive (Arney Road to Oregon 214), Stacy Allison, Robin Avenue, the extension of Evergreen Road into Crossroads Shopping Center, Harrison, Garfield (Settlemer to Front Street), Park (Oregon 214 to Lincoln), Cooley (Oregon 211 to Hardcastle)
- *Access Street:* Woodland Drive (north of Robin Avenue), the extension of Woodland Avenue to Butteville Road south of Oregon 219, Oregon Way, Astor Way (Country Club Road to Oregon 214), Country Club Road (Astor Way to Boones Ferry Road), Hazelnut Drive (Tukwila to Front), Tukwila (Hazelnut to Boones Ferry), Meridian (Oregon 214 to Hazelnut), 5th Street (Oregon 214 to Harrison), Brown Street (Cleveland Street to Southern Arterial), extension of Stubb Street to Evergreen, extension of Ben Brown to the Stubb Street extension, and, Country Club Road (Oregon 214 to Rainier).

The remaining streets within the UGB are designated as local streets.

Street Design Standards

Street design standards are based on the desired functional and operational characteristics, such as vehicular volume, capacity, operating speed, safety, and level of pedestrian and bicycle use. The standards are necessary to ensure that the system of streets, as it continues to develop within Woodburn, can safely and efficiently serve motorists, cyclists, and pedestrians while also accommodating the orderly development of adjacent lands.

The street design standards are shown in Figure 7-2 for each of the functional classifications. These standards will be incorporated into or referenced by the Woodburn Development Ordinance. The identified cross sections are intended for planning and design during new road construction, and for the upgrade of existing streets as development and redevelopment occurs. The typical roadway cross sections include right-of-way, number of travel lanes, on-street parking, bicycle and pedestrian facilities, and planting strips. On both access and local streets, the inclusion of planting strips will be determined at the time of development approval. In instances where no planting strip is provided, the sidewalk is to be curb-tight. In addition, on major and minor arterials, a raised median can be constructed in lieu of the center turn lane to achieve access management and safety objectives.

On local streets, the City has options for residential and commercial streets with parking or local industrial streets without parking, both of these options require a 60-foot right-of-way.

The street cross-section standards are also summarized in Table 7-1.

TABLE 7-1
Typical Street Cross Sections

Facility	Right-of-Way	Travel Lanes	Median Type ^a	Bicycle Lanes? ^b	Sidewalks ^c ?	On-Street Parking?	Planting Strip?
Major Arterial	100 feet	4	CTL or Raised Median ^d	Yes	Yes	No	Yes
Minor Arterial	74 feet	2	CTL or Raised Median ^c	Yes	Yes	No	Yes
Service Collector	72 feet	2	CTL	On facilities designated in Figure 7-4	Yes	No	Yes
Access Street	66 feet	2	None	No	Yes	Yes	Yes
Local Street	50 - 60 feet	2	None	No	Yes	Optional ^e	Yes

CTL = center turn lane

ADT = Average Daily Traffic

^a Center turn lane and median not required on streets designated as historic corridors unless warranted.

^b Bicycle lanes not required on streets designated as historic corridors.

^c To minimize adverse impacts on farming, new or upgraded facilities that are co-linear with the Urban Growth Boundary shall not include curb, gutter, and sidewalks on the street side abutting agricultural land.

^d Raised median may be constructed in lieu of the center turn lane to achieve access management and safety objectives.

^e Option is determined at time of development approval.

Historic Designation

To preserve the older areas of the community while still providing for safety and mobility, a historic area has been designated. The streets within this area are lined by mature shade trees that are an important part of Woodburn's heritage and represent a significant benefit to the community. While typical arterials and collectors may require widening to meet street design standards that would necessitate the acquisition of right-of-way and impact the trees, the historic designation does not require widening for bicycle lanes or a center turn lane, unless a turn-lane is warranted for safety reasons. At these locations, the existing pavement would be used to the extent possible to preserve the corridor. This historic designation applies to all arterial and collector roadways within the historic area including the following:

- Settlemier between Ben Brown and ORE 214
- Harrison between Settlemier and 2nd
- Lincoln between Settlemier and 2nd
- Garfield between Settlemier and 2nd
- Cleveland between Settlemier and 2nd
- Hayes between Hall and Settlemier

Needed Street Upgrades

Over time, many of the existing streets within the City will be upgraded, and will be improved in compliance with the cross sections in Table 7-1. Priority short-term upgrades for the City are as follows:

- Oregon 214/219/I-5 interchange: Reconstruct to a Partial Cloverleaf Design in accordance with the Environment Assessment (EA). As part of the EA and TSP processes, the City is adopting an Interchange Management Overlay zone to preserve capacity at the interchange. This overlay zone will be adopted into the Woodburn Development Ordinance (WDO). Specific ordinance language is included in Section 9 of this document.
- Oregon 214/219: as part of the interchange reconstruction, widen to a major arterial standard between Woodland and Oregon Way.
- Oregon 214/219: Widen to a full five-lane cross section with sidewalks and bicycle lanes per the major arterial standard between Butteville Road and I-5.
- Parr and Butteville Road: As new development occurs in the corridors within the UGB, upgrade to reflect the transition from the currently rural-character roadways to those more urban in nature. Improving Parr Road (a service collector) and Butteville Road (a minor arterial) to urban standards is essential to serve the Southwest Industrial Area (SWIR).

Other important projects to be constructed in the intermediate to long-term (approximately 2010-2020) include the following:

- Oregon 99E: As redevelopment occurs in the corridor, upgrade to be compliant with major arterial standards. This would ensure continuous pedestrian and bicycle facilities along the route as well as the implementation of access management strategies. Currently, the City and ODOT are pursuing potential funding for a modernization project between Lincoln and the south City limits. Although the specifics of the project are not available at this time, it is likely that this could include the construction of curbs and sidewalks where gaps currently exist, as well as access consolidation.
- Crosby Road: As new development occurs in the corridors within the UGB, upgrade to reflect the transition from the currently rural-character roadways to those more urban in nature.
- Boones Ferry and Front: Upgrade to ensure that continuous pedestrian and bicycle facilities are provided along the corridors.
- Settlemier: Upgrade to ensure that continuous pedestrian facilities are provided along the corridor.
- Oregon 214/219: Widen to a full five-lane cross section with sidewalks and bicycle lanes per the major arterial standard between I-5 and 99E.

Other existing streets within Woodburn will be upgraded to the appropriate standards as development and redevelopment occur.

New Streets

The following new streets and streets extensions are planned over the next 5 years:

- Widening Oregon 214 to include four through travel lanes (two per direction) between Butteville Road and Oregon 99E and the provision of turn lanes at intersections between Woodland Avenue and Oregon Way
- Reconstructing I-5 on-ramps and off-ramps
- Extending Evergreen Road to Parr Road (Evergreen Road, a minor arterial street, will be extended south to the northern edge of the SWIR by developers in 2006)
- Extending Stacy Allison Drive to Parr Road
- Constructing a new service collector between the Evergreen Road and Stacy Allison Drive extensions
- A grid system of access and local streets should be constructed as part of the UGB expansion area between Stacy Allison and Settlemier to the north of Parr Road. The construction of this system would occur with development and within the constraints of the existing built environment. This grid system should provide connectivity options for pedestrians, cyclists, and motorists and also help reduce reliance on the historic Settlemier corridor.

The following new streets and street extensions are planned the intermediate to long-term (next 10-15 years):

- Constructing the South Arterial from Butteville Road to Evergreen Road
- Constructing the South Arterial from Evergreen Road to Oregon 99E
- Terminating Parr Road to the east of Butteville Road and connecting it into the South Arterial
- Extending Evergreen Road from Parr Road to the South Arterial
- Extending and upgrading Brown Street to the South Arterial
- Constructing a new loop ramp connection on Oregon 214 with Front Street in the southwest quadrant of the existing intersection

Over the next 20 years, it is the City's priority to coordinate with Marion County to provide an extension of Crosby Road to Goudy Gardens and Oregon 99E, and to extend the southern arterial from Oregon 99E to Oregon 214. The improvements provide needed east-west connections and an alternative route to the Oregon 214/I-5 interchange area.

Access Management

Managing access to Woodburn's road system is necessary to preserve the capacity and enhance the safety of the arterial street system. Access management minimizes the number of points where traffic flow may be disrupted by traffic entering and exiting the roadway.

Section 6 outlined strategies for consolidating and managing access along the state facilities located within the City. From a policy perspective, the City and ODOT should consider the need for conditioning each land use action that is located within the vicinity of a state facility with one or more of the actions listed below. This would help to maintain or improve traffic operations and safety along the state facilities in Woodburn. It should be noted that these projects are opportunity-driven based on property conversion or future roadway projects.

- Cross-over easements should be provided on all compatible parcels (topography, access, and land use) to facilitate future access between adjacent parcels.
- Opportunities for alternative access to nonstate facilities should be investigated and implemented when reasonable access can occur (consistent with the State's Division 51 access management standards).
- Right-of-way dedications should be provided to facilitate the future planned roadway system in the vicinity of the proposed development.
- Half-street improvements (sidewalks, curb and gutter, bicycle lanes/paths, and/or travel lanes) should be provided along all site frontages that do not have full buildout improvements in place at the time of development.

On all existing and new arterial, service collector, and access streets within its jurisdiction, the City should manage access to provide safe and efficient vehicular, pedestrian and bicycle operations. The Woodburn Development Ordinance includes access standards for public streets and private accesses and policies related to the establishment of cross-over easements where appropriate and feasible. These standards should be implemented as development and redevelopment occurs along the City facilities.

Traffic Operations Standards

Along state facilities, the OHP governs the applicable traffic operation standards. The following mobility standards are included in the 1999 OHP:

- Oregon 211/214/219: a maximum volume-to-capacity ratio of 0.85 should be maintained based on its classification as a district highway.
- Oregon 99E: a maximum volume-to-capacity ratio of 0.80 should be maintained based on its classification as a regional highway.

For City streets the following mobility standards are used for evaluation:

- Level of Service (LOS) "E" for signalized intersections
- Volume-to-capacity ratio less than 1.00 regardless of LOS
- Volume-to-capacity ratio of less than .90 on the critical movement should be maintained, provided the queues on the critical approach can be appropriately accommodated

The evaluation of traffic operations is conducted using the methodology outlined in the most recent edition of the Highway Capacity Manual.

The projects included in the TSP's Implementation Plan collectively achieve these LOS and mobility standards.

Transit Plan

Woodburn's transit plan includes improvements to the existing intracity fixed route transit system, developing an intercity transit system, and the continued use of paratransit for special needs services. The details of each of the components of the plan are outlined below.

Intracity Fixed Route Transit

Improvements to the fixed route transit system should be implemented incrementally over time. The top priorities are outlined sequentially below.

- *Increasing Service Frequency on Existing Route:* Initially, the existing one-way loop route should be maintained, with service extended to a 12-hour period from 7:00 a.m. to 7:00 p.m. at 60 minute headways. An expansion of the hours of operation of the fixed route service would encapsulate morning and evening peak commuting times thereby increasing the likelihood that transit could be used for employment-related travel. As ridership increases, service frequency should be provided every 30 minutes during peak periods and every 60 minutes during nonpeak periods on the weekdays. The feasibility of weekend service should also be investigated in the future.
- *Converting Single Route to Two Way Operations:* To improve passenger accessibility, the existing one-way loop route should be modified to two-way operations. This service concept would be operated under the increased frequency described above.
- *Creating Two Routes (East/West) with One-Way or Two-Way Operations:* An east route and a west route with a common connection in the downtown should ultimately be established. The common connection could be provided at a new transit center in the downtown that may be tied to an intercity bus and/or rail station. The east-west boundary between the two routes could either be split at Front or at Settlemier. It would be preferable to increase the service frequency to 30 minutes on both routes between 7:00 a.m. to 7:00 p.m. These routes could be operated with either one-way or two-way operations.

In addition to the incremental approach identified above, the route should be expanded as growth occurs to include the Parr Road and Crosby Road corridors and potentially the South Arterial. The connection to Parr Road could occur via the extension of Evergreen Road. The route should also be expanded to include the Woodburn Industrial Park located in the Progress and Industrial corridors.

Intercity Transit

The feasibility of an intercity transit system should be further investigated. Top priority should be given to establishing a shuttle service to downtown Salem and the state office building area. As a second priority, shuttle service should be investigated between Woodburn and the Tualatin Park-and-Ride. Ultimately, the provision of service into downtown Portland may be feasible. Under any of these options, it is likely that service

would be provided during the morning and evening commute hours with a potential mid-day connection.

The City and ODOT should continue to investigate the feasibility of establishing a park-and-ride in the northeast quadrant of the I-5/Oregon 214 interchange as part of the interchange reconstruction project. If a park-and-ride were developed, consideration should be given to provide more spaces than the anticipated intercity transit demand to accommodate carpooling to Portland and/or Salem. In addition, Woodburn's intracity fixed route system should incorporate a stop at the potential park-and-ride and should connect to any future north-south MAX line.

Special Needs Transportation

Although improvements in the fixed route system could allow Woodburn to reduce the paratransit service, the existing paratransit system provides an essential service for many elderly and handicapped persons in the community. If City resources are concentrated on expansion of the fixed route system, the City may investigate transferring the paratransit system to a local social service agency.

Pedestrian Plan

Providing a connected network of pedestrian facilities is important for:

- Serving shorter pedestrian trips from neighborhoods to area activity centers, such as schools, churches, and neighborhood commercial uses
- Providing access to public transit
- Meeting residents' recreational needs

The City's street standards call for sidewalks to be provided along all new streets. As development and redevelopment occurs, and as City funding permits, gaps in the existing sidewalk system should be filled. In particular, gaps on key roads such as Oregon 214 and Boones Ferry Road/Settlemyer Avenue should be filled to provide continuous pedestrian connections. The Pedestrian Plan, depicted in Figure 7-3, identifies the sections of the City's arterial and collector system where gaps currently exist. In future development areas, the sidewalks will be constructed to ADA (Americans with Disabilities Act) standards; in the downtown and other older neighborhoods, the existing sidewalk width, clear zone for pedestrians, and the ramp requirements will need to be addressed as properties redevelop and/or roadway improvement projects occur.

Earlier drafts of this plan identified the need for sidewalks on Country Club west of Astor Way, on Astor Way between Country Club and ORE 214, on Oregon Way between ORE 214 and Hayes, and on both sides of Cascade between ORE 214 and Lincoln. Considerable input from the public was received about the conflict between needed construction of these sidewalks and the mature nature of the neighborhoods that they would serve. In addition, those who commented felt that pedestrians can continue to safely "share the road" with motorists and cyclists. Based on this input, the City Council requested the removal of these sidewalks in the TSP (except the east side of Cascade). Figure 7-3 reflects these modifications.

Retrofitting existing streets to include sidewalks should be balanced with developing an off-street pathway system. A 7-mile pedestrian and bicycle trail system is recommended along the Mill Creek and Goose Creek corridors. This trail system would include connections to adjacent neighborhoods. The sidewalk system should incorporate wayfinding signage to direct pedestrians to the off-street trail system.

The two creek corridors provide an opportunity to integrate pedestrian facilities into open space areas, which not only enhances public access to the open space but also provides more direct connections to several of the major pedestrian generators within the City, such as the schools.

More than two-thirds of the household growth and 80 percent of the employment growth is forecast outside of the existing City limits. With the exception of Settlemier between Oregon 214 and Parr Road and Oregon 99E between the north and south City limits, there are very limited pedestrian facilities today that would connect these areas of new growth to the existing City system. In addition, there are limited pedestrian system connections within the areas of new growth anticipated. Per the TPR (OAR 660-012-0045) and the City cross-section standards, any new roadways would need to be constructed with sidewalks. It would also be important to connect these high growth areas with existing neighborhoods and major pedestrian attractors in the vicinity via the existing roadway system.

Finally, as traffic volumes grow, it becomes more difficult for pedestrians to cross streets. Two common means of improving pedestrian crossing safety are constructing pedestrian refuges and curb extensions. Pedestrian refuges are provided in the middle of streets, allowing pedestrians to cross one direction of traffic at a time. Curb extensions extend the sidewalk into the parking lane, shortening the crossing distance for pedestrians.

Bicycle Plan

The bicycle plan establishes a network of bicycle lanes and routes that connect Woodburn's bicycle trip generators to provide a safe, interconnected bicycle system. Bicycle lanes are to be provided on the arterial and service collector streets designated in Figure 7-4. The bicycle lanes have been designated on streets that provide for a connected network of safe and comfortable facilities for cyclists. On other roadways, it is typically appropriate for bicyclists to share a lane with other vehicles. This on-street system should be supplemented by an off-street trail system along the Mill Creek and Goose Creek corridors, as discussed under the Pedestrian Plan.

Although bicycle lanes are not provided on arterial and service collector streets within the historic area, a signed bike route will be provided on Settlemier, Garfield, Meridian, and 5th to guide bicyclists into the downtown area. The signage would direct cyclists north of ORE 214 into the downtown via 5th and Meridian. Cyclists originating south of ORE 214 would be signed into the downtown via the east-west facilities.

Figure 7-4 shows the City's bicycle plan. As portions of the City's streets are widened, either through adjacent development or public works projects, bicycle lanes would be provided where indicated on the plan.

Rail Facilities Plan

As the opportunity arises, the City should pursue a potential rail passenger stop. Current discussions focus on extending the commuter rail planned between Wilsonville and Beaverton down to Salem. If this occurs, the City should seek a passenger stop. This stop could occur west of Butteville Road, north of Oregon 219. If this stop is established, the intracity fixed route transit system should incorporate a stop at the rail station.

The City should also continue to investigate the opportunity to remove private grade crossings by providing alternative access to parcels as development and redevelopment occurs.

Air, Water, and Pipeline Transport Facilities Plans

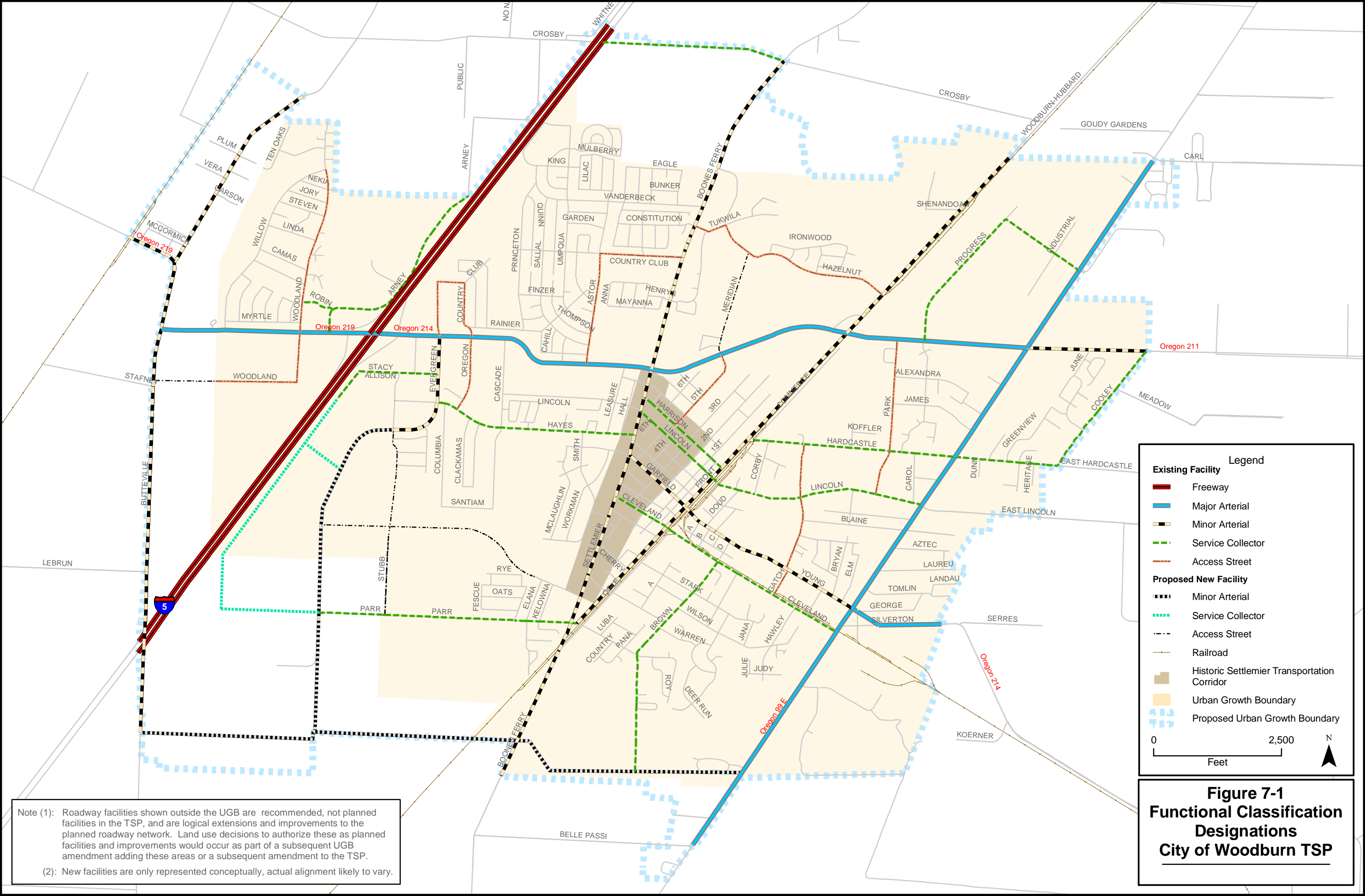
There are no significant air, water or pipeline transportation facilities in Woodburn and none will likely be needed in the future.

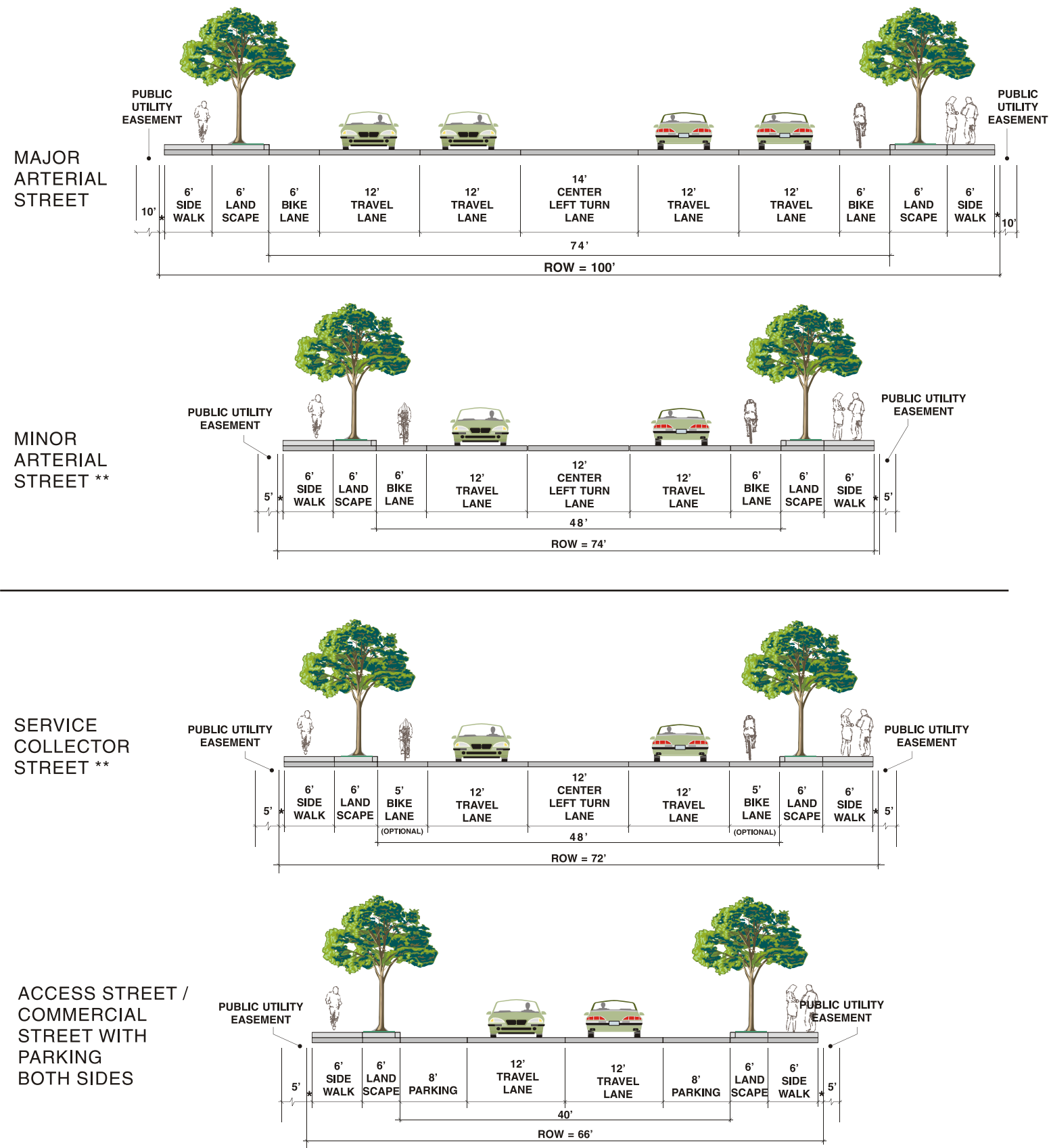
Transportation Demand Management (TDM)

TDM programs seek to improve the efficiency of the transportation system by shifting single-occupant vehicle trips to other modes, or away from times of peak traffic volumes. When implemented by a number of employers, TDM measures may avoid the need for some roadway capacity improvement projects, or at least defer the need farther into the future. Examples of these measures include:

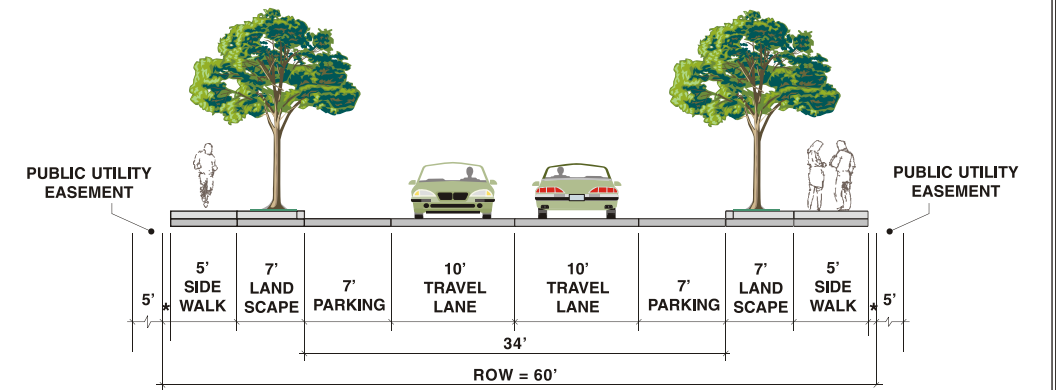
- Subsidizing the cost of transit passes and tickets.
- Establishing carpool matching programs for ridesharing.
- Providing reserved spaces near building entrances for carpools.
- Allowing employees to work at home 1 day a week.
- Scheduling shift changes to occur outside of peak travel periods.
- Establishing neighborhood commercial and mixed-use nodes within the City. As part of these developments, direct sidewalk connections, bus stop provisions and proper building orientation to provide opportunities for trips to be made via walking or cycling or short driving distances.

These types of strategies can be adopted into the Woodburn Development Ordinance in the form of requirements for new developments and incentives for employers.

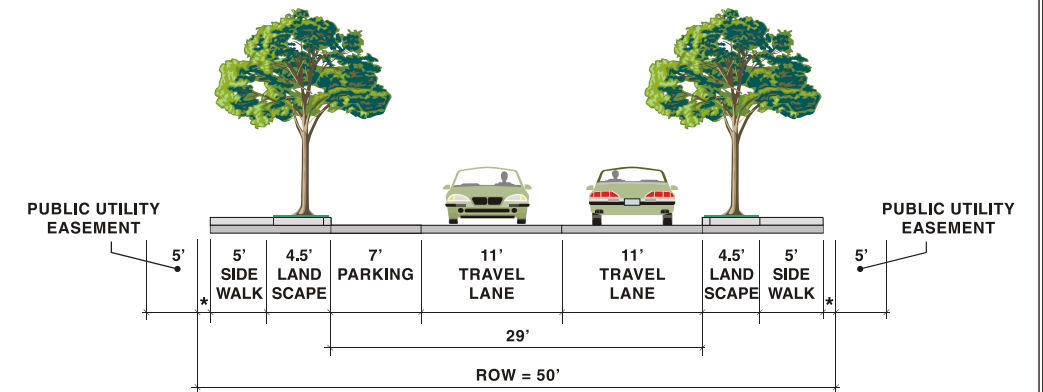




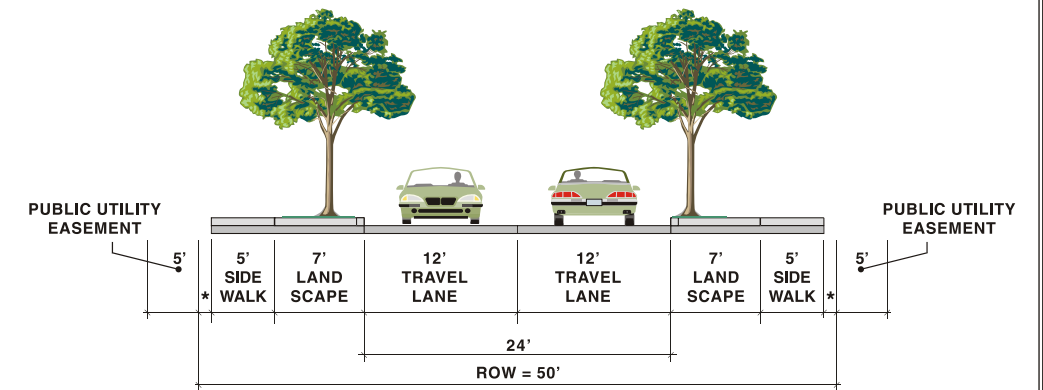
LOCAL RESIDENTIAL WITH PARKING BOTH SIDES



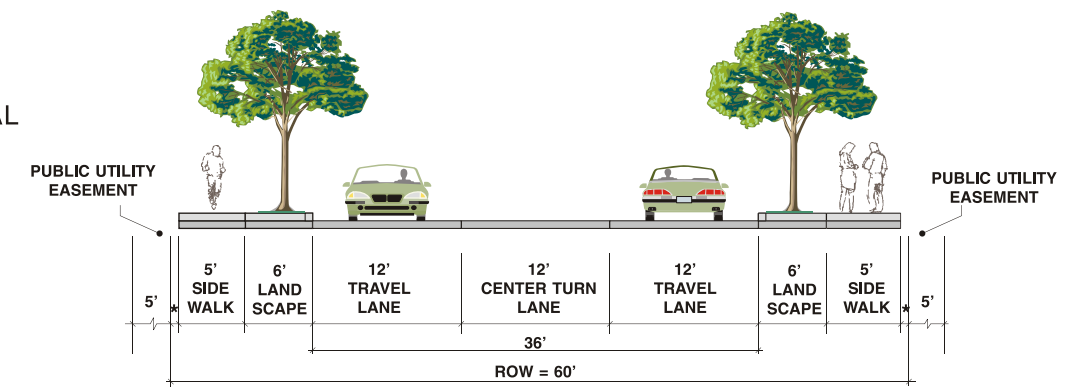
LOCAL RESIDENTIAL WITH PARKING ONE SIDE



LOCAL RESIDENTIAL WITH NO PARKING



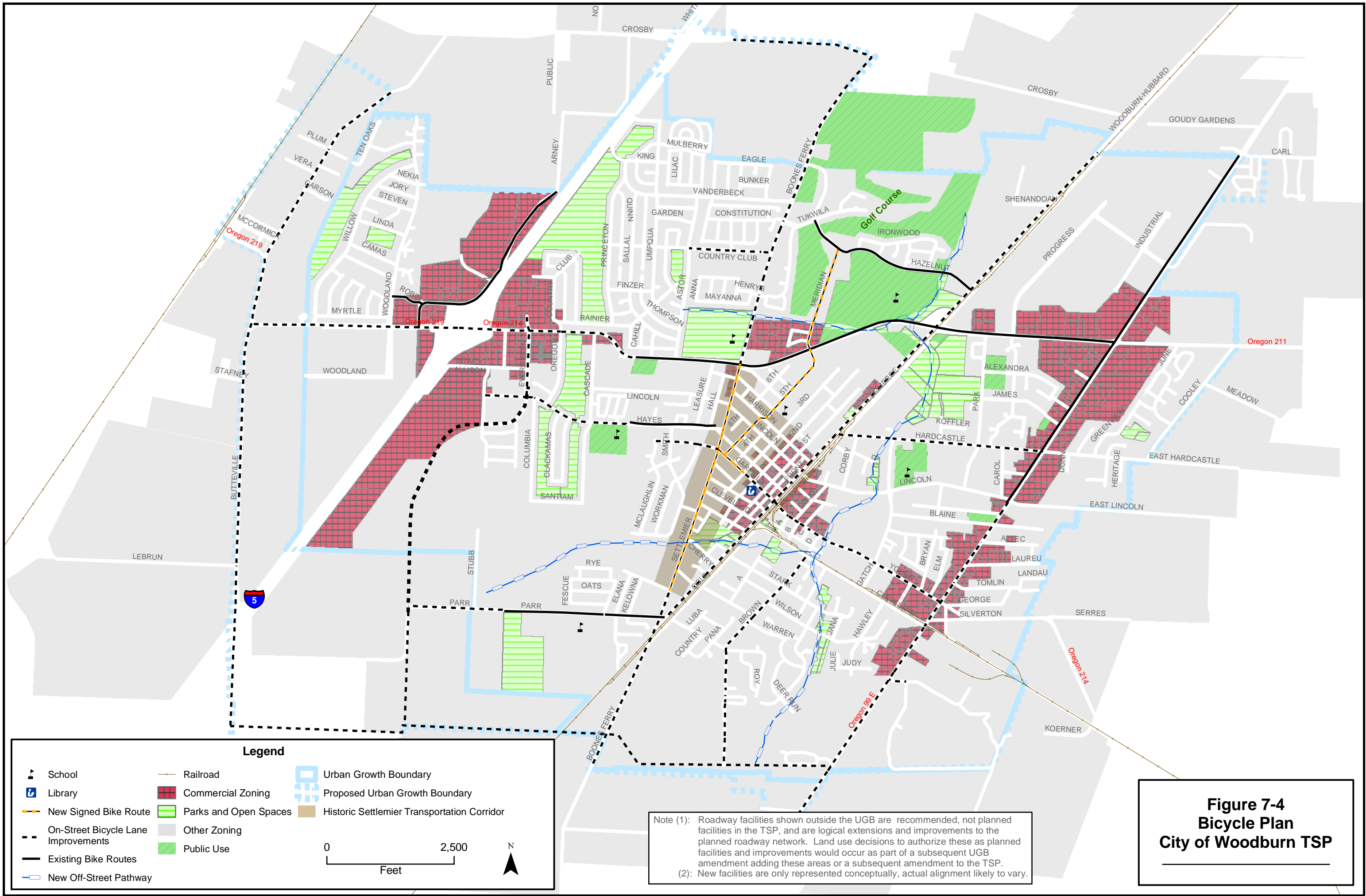
LOCAL INDUSTRIAL STREET



* ROW includes 1 foot between sidewalk and property line
 **Streets designated as Historic Corridors do not require bicycle lanes or center turn lane.



**Figure 7-3
Pedestrian Plan
City of Woodburn TSP**



SECTION 8

Transportation Funding and Improvement Costs

This section summarizes the funding and financing required to implement the transportation system plan. Federal, state, regional, and local sources that can be directly applied to transportation-related projects and services in the city of Woodburn are discussed.

In this section, the terms funding and financing are distinguished and defined separately in the following ways. Funding describes any mechanism that generates revenue. Financing refers to ways to spread the impact of funds collection through the issuance of debt obligation to be repaid over time, with interest. This section presents a review of existing mechanisms that can serve as the basis for identifying additional sources and options for funding and financing. The contents of this section serve as an update to the 1996 Woodburn Transportation System Plan.

Regulatory Requirement

The Transportation Planning Rule (OAR 660-12-040) requires that a funding plan be included in TSPs for cities with populations over 2,500. This financing plan was developed in response to the list of proposed improvement projects presented in sections 5 and 7 of the Woodburn TSP. An analysis of existing and potential funding mechanisms for funding the proposed improvements is provided.

The City will need to establish new funding mechanisms to finance its transportation system improvement needs during the next 20 years, both in maintenance and new construction. Selection of additional funding mechanisms must consider a number of criteria to ensure that they are appropriate for the City to include:.

- Legal Authority
- Financial Capacity
- Administrative Cost
- Equity
- Political Acceptability
- Stability

Existing Transportation Funding in Woodburn

Year 2002 transportation-related expenditures in Woodburn totaled \$1,611,303 versus revenues of \$4,819,672. Road-related expenditures represented 86 percent of the total transportation-related expenditures for 2002. Revenues for road-related funding needs

represented 95 percent of total revenues. Revenues for both road-related and transit-related transportation funding exceeded expenditures.

Road-Related Funding

Table 8-1 presents itemized road-related revenues and expenditures for the 5 previous fiscal years. Revenues are itemized by source of funds. Expenditures are divided into cost categories. Transit-related revenues are reported separately in Table 8-2.

TABLE 8-1
Road-Related Funding in Woodburn

	1997-98	1998-99	1999-2000	2000-01	2001-02
Revenues					
Working Capital Carryover	1,493,104	1,696,614	2,186,578	2,424,545	2,706,399
Interest from Investments	4,224	5,769	6,316	7,861	8,336
State Highway Trust Fund	690,045	695,835	754,253	766,843	842,069
State Revenue Sharing	35,000	40,000	40,000	40,000	40,000
Federal ISTEIA Revenue	0	0	0	0	0
City Gas Tax	98,783	108,967	108,517	105,620	102,766
Fees and Assessments	547,719	795,772	548,412	718,501	806,212
Bond Proceeds	0	0	0	0	0
Other Revenues	26,412	78,630	41,414	17,960	50,410
Total Revenues	2,895,287	3,421,587	3,685,490	4,081,330	4,556,192
Expenditures					
Personnel	299,145	310,667	321,460	346,114	362,004
Materials and Services	301,460	322,141	310,774	336,910	341,568
Capital Outlay	361,410	384,441	388,611	401,497	399,650
Bonds and Assessments	0	0	0	0	0
Transfers/Contingencies/UNAP	236,658	241,760	240,100	290,410	286,550
Total Expenditures	1,198,673	1,235,009	1,260,945	1,374,931	1,389,772

Source: City of Woodburn Budget

The City has a number of large, stable contributors to road-related transportation revenue. The State Highway Trust Fund, the City's Transportation Impact Fees (TIF), and the City gas tax all contribute significantly to available revenue. During the past 5 years, revenues

from the State Highway Trust Fund have risen from \$690,045 to \$842,069, an increase of 22 percent. The Transportation Impact Fee program, which was instituted in 1994-1995, has increased dramatically from \$547,719 to \$806,212 (47 percent). The City gas tax revenue has remained steady at around \$100,000 per year during the same period.

The largest category of expenditure during the past 5 years has been capital outlay, which comprised about 30 percent of total expenditures on average. Personnel and material and services costs typically represent 45 to 55 percent of total expenditures. Remaining expenditures are associated with transfers to other City departments and accounts for operating facilities and replacing equipment.

Transit-Related Funding

Table 8-2 presents itemized transit-related revenues and expenditures for the 5 previous fiscal years. Revenues are itemized by source of funds. Expenditures are divided into cost categories.

TABLE 8-2
Transit Funding in Woodburn

	1997-98	1998-99	1999-2000	2000-01	2001-02
Revenues					
Working Capital Carryover	51,817	60,690	47,451	32,264	41,671
Property Taxes	77,711	85,317	96,447	93,853	105,979
Interest from Investments	976	1,110	1,240	1,976	2,630
Revenue from Other Agencies	36,215	78,626	160,331	48,530	91,790
Transit Fares	24,210	22,920	21,641	20,850	21,410
Total Revenues	190,929	248,663	327,110	197,473	263,480
Expenditures					
Personnel	88,802	94,520	99,650	107,650	116,760
Materials and Services	35,937	39,615	41,246	41,562	41,740
Capital Outlay	0	60,577	147,450	0	56,531
Transfers/Contingencies/UNAP	5,500	6,500	6,500	6,500	6,500
Total Expenditures	130,239	201,212	294,846	155,802	221,531

Source: City of Woodburn Budget

Outlook for Existing Transportation Funding Sources

The State Highway Fund should be a relatively stable source of revenue for Woodburn. Because these funds are distributed to cities based on population, Woodburn's share could

increase or decrease depending on how it grows relative to the state average. Nonetheless, Woodburn's share of state funds will probably not increase as fast as its street maintenance requirements, especially as the system expands to serve current and future demands.

Revenue from the City's \$0.01/gallon gas tax will gradually erode with inflation if not increased. Because the tax is based on quantity rather than price, tax revenues do not increase with gasoline prices. In fact, increases in gasoline prices may actually decrease tax revenue as higher prices reduce demand.

Revenues from development and impact fees will remain important sources of revenue for Woodburn. Bonds financed by Local Improvement Districts (LIDs) and fees from Systems Development Charge (SDC) will be largely dependent on the willingness of property owners to form LIDs and to initiate development projects that trigger SDC fees. Both may be dependent on population growth to increase property values and the general economic outlook from which to gauge risk. To the extent that these revenues are accurately set to the full cost of transportation improvements, they should allow Woodburn to construct basic capital improvements to serve commercial and residential development.

In summary, it is expected that sources of transportation revenue will remain relatively stable. Population growth should help support LID-financed improvements and SDCs assessed to new development will allow the City to put some resources toward future improvements. In addition, population growth may continue to give the City a slightly bigger share of the State Highway Fund.

The Oregon Transportation Investment Act (OTIA) was passed by the 2001 Oregon Legislative Assembly and is funded through bond proceeds derived from increased DMV fees. OTIA currently provides \$650 million (including \$150 million local matching funds) for 173 construction projects that will improve pavement conditions, increase lane capacity, and improve bridges throughout Oregon. Projects were selected with extensive input from local communities and other stakeholders. In 2002, the Oregon Transportation Commission allocated these funds for modernization, preservation, and bridge projects throughout the State. This signals a willingness and by the State Government to address transportation needs throughout the state.

The 2004 budget lays the groundwork for a \$247 billion, 6-year reauthorization proposal, as compared to the current TEA-21 level of \$218 billion. Of the proposed total, \$195 billion would fund the highway program (up from \$168 billion) over 6 years, and \$45 billion would fund the transit program (up from \$41 billion). Federal funding is typically distributed through the state.

Cost Estimates for Transportation System Improvements

Preferred improvements to the Woodburn transportation system were presented in Section 7. Estimated costs for these improvements were developed and grouped into three categories that include existing facility upgrades, construction of new facilities and existing facility extensions, and intersection improvements. In all, about \$136 million (in 2004) dollars of road and transit service improvements for the City have been identified for the next 20 years. Table 8-3 shows proposed improvement costs and associated owning

jurisdiction. Table 8-4 shows capital and operating costs for transit improvement alternatives.

TABLE 8-3
Proposed Transportation Improvements

Project Title	Estimated Capital Cost	Owning Jurisdiction
Next Five Years (2005-2010)		
Reconstruct I-5 interchange and Improve OR 214 between Woodland Avenue and Oregon Way	\$50,000,000	State
OR 214 widening between Oregon Way and OR 99E and Woodland to Butteville Road*	\$21,950,000	State
Park-and-ride near OR 214/I-5 Interchange	\$1,750,000	State
Upgrade of Parr Road to service collector standards	\$3,000,000	County/City
Upgrade Butteville Road south of Highway 219 to minor arterial standards	\$7,500,000	County/City
Ext. Evergreen Road to Parr Road	\$4,730,000	City
Ext. Stubb to Evergreen	\$3,900,000	City
Ext. Ben Brown to Evergreen Extension	\$4,700,000	City
Service class facility between Evergreen Road and Stacy Allison Drive extensions	\$2,260,000	City
Ext. Stacey Allison Drive to Parr Road	\$5,980,000	City
Total	\$105,770,000	
Ten to Fifteen Years (2010-2020)		
Upgrade of Crosby Road to service collector standards	\$3,300,000	County/City
Upgrade Butteville Road south of Highway 219 to minor arterial standards	\$4,900,000	County/City
OR 99E widening between Lincoln Street and south city limits	\$5,750,000	State
5 th Street upgrade to access street standards	\$1,400,000	City
Add northbound right, southbound left, eastbound right turn lanes and eastbound through-lane to Boones Ferry/OR 214	\$900,000	State
Signalize Meridian Drive/5th Street/OR 214	\$400,000	State
Signalize Park Street/OR 214	\$400,000	City/State
Add eastbound right-turn lane to Parr Road/Settlemer Road	\$380,000	City
Signalize Front/OR 214 ramps	\$600,000	State
Increase service frequency on transit routes	\$180,000	City
Upgrade Front Street between Cleveland and Parr Road to minor arterial standards	\$950,000	City
Upgrade Front Street between Hardcastle and Hazelnut to minor arterial standards	\$1,150,000	City
Upgrade Boones Ferry and Front to provide continuous sidewalks and bicycle lanes	\$975,000	City
Add loop ramp in southwest quadrant of OR 214/Front Street intersection	\$1,800,000	State

TABLE 8-3
Proposed Transportation Improvements

Project Title	Estimated Capital Cost	Owning Jurisdiction
Add southbound right-turn and westbound left-turn lane to OR 99E/OR 214	\$580,000	State
Convert transit route to two-way operations	\$180,000	City
Off-street pathway along Mill and Goose Creek Corridors	\$750,000	City
OR 99E widening between south city limits and south UGB	2,900,000	State
Signalize southern Butteville Road/OR 214 intersection and add northbound right-turn lane	\$275,000	State
Signalize northern Butteville Road/OR 214 intersection and add southbound right-turn lane	\$750,000	County/City
Signalize Cleveland Street/OR 214	\$400,000	State
South Arterial between Parr Road and OR 99E	\$11,780,000	City
Ext./Upgrade of Brown to South Arterial	\$780,000	City
Two transit routes with one-way or two-way operations	\$360,000 - \$700,000	City
Sidewalks on existing service collectors, access and local streets	\$540,000	City
Bicycle lanes on Garfield, Hardcastle, Young	\$700,000	City
Total	\$43,080,000	
Grand Total	\$148,850,000	

*This project would likely be phased over both short and long-term horizons. The highest short-term priority is improvement of segments West of I-5.

TABLE 8-4
Capital and Operating Costs for Transit Improvements

Alternative	Estimated Capital Cost	Operating Cost
1 – Increased Frequency	\$180,000	\$352,000
2 – Single Route with Two-Way Operations	\$180,000	\$352,000
3 – Two Routes with One-Way Operations	\$360,000	\$352,000
4 – Two Routes with Two-Way Operations	\$700,000	\$704,000
Grand Total	\$1,420,000.00	\$1,760,000.00

Financing Needed for Transportation System Improvements

The projects identified represent an ambitious program of roadway and transit improvements for the City. The plan identifies over \$50 million in transportation infrastructure improvements, which does not include the cost of the I-5 interchange improvement project that has been identified as a high priority for funding or other state

highway projects. Constructing these improvements likely will require a higher level of transportation expenditures than Woodburn has made in the past. In the past 5 fiscal years, Woodburn has spent between \$1.3 and \$1.6 million for road improvements and transit service. Depending on how the projects are eventually sequenced and staged, the improvements identified may require Woodburn to spend twice the amount (annually) they have averaged during the past 5 years.

It is expected that Woodburn will want to pursue additional funding for transportation from the following sources:

- State or Marion County funds.

Obtain funds from the state for improvements to the state highway. Explore cost sharing with the County for mutually beneficial projects.

- Local Improvement Districts.

For public improvement projects with localized benefit (e.g., neighborhoods), property owners pay all or a portion of the project cost.

- Urban Renewal Districts.

Formed to finance projects to remove “blight” (typically, poor-quality buildings or inadequate streets). Property taxes allocated to district based on “division of tax” calculation for the renewal district.

- Transportation Impact Fees.

For projects that do not relate directly to new development or directly benefit property owners, spread the cost and provide funding from existing transportation funding sources such as TIF fees.

- General Obligation Bonds.

Obtain bond backing from property tax revenue if determined by City staff and the governing body to be fair and viable.

The likely funding sources for transportation improvements in Woodburn are presented below. Woodburn should pursue funding sources at the federal, state, and local level and develop strategies to maximize the potential for each of these sources to implement its transportation improvements.

Federal and State Sources

Woodburn should access federal funds by working with ODOT. A key action will be to get improvement projects listed as part of the STIP in order to qualify them for funding in the adopted plan every 2 years. The City should also work with ODOT to determine the potential for project funding under the upcoming highway bill reauthorization.

The state has a number of programs that can be tapped for improvements related to congestion relief, footpaths and bikeways, and other special projects.

County Sources

Woodburn may be able to secure an occasional cost-sharing arrangement with Marion County and should seek to coordinate with the County on transportation improvements within the County in order to partner on projects wherever possible.

Local Sources

Woodburn should continue to seek funds from property owners who directly benefit from transportation improvements that enable new development.

SECTION 9

Implementing Ordinances

This section presents recommended changes to the Woodburn Development Ordinance (WDO) in order to comply with implementation provisions of the Oregon Transportation Planning Rule (TPR) as codified in OAR 660-012-045.

Also included in this section is the new ordinance establishing an overlay district intended to preserve planned capacity improvements to Woodburn's I-5 Interchange with Oregon Highway 214. The discussion of recommended changes is generally organized by referencing the applicable section(s) of the TPR that prompts a change in the WDO, followed by the recommended revisions. Revisions are presented with deletions shown ~~striketrough~~ and additions shown underlined. The new code language has been developed to meet TPR requirements based on Woodburn's existing regulatory framework. In addition, the Model Transportation Planning Rule Ordinances and Policies for Small Jurisdictions and the Model Development Code & Users Guide for Small Jurisdictions have been used as references for recommended code revisions. This section only addresses those provisions of OAR 660-12-0045 with which the WDO does not currently comply.

OAR 660-12-0045(1)(c)

In the event that a transportation facility, service or improvement is determined to have a significant impact on land use or to concern the application of a comprehensive plan or land use regulation and to be subject to standards that require interpretation or the exercise of factual, policy or legal judgment, the local government shall provide a review and approval process that is consistent with 660-012-0050. To facilitate implementation of the TSP, each local government shall amend its land use regulations to provide for consolidated review of land use decisions required to permit a transportation project.

To comply with the above TPR requirement, the following additions are proposed to the procedures for noticing ODOT identified in Section 4.101.09, "Public Notices: Type II, III, IV and V."

Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of:

- (A) Land use applications that require public hearings;*
- (B) Subdivision and partition applications;*
- (C) Other applications which affect private access to roads; and*
- (D) Other applications within airport noise corridors and imaginary surfaces which affect airport operations.*

4.101.09 Public Notices: Type II, III, IV and V

D. Notice to Affected Agencies.

- 1. Prior to issuing a decision regarding a Preliminary Partition Approval (Section 5.102.01) or Access to a City Major or Minor Arterial Street (Section 5.102.04), the Community Development Director shall distribute such applications that require**

preparation of a Transportation Impact Analysis to affected transportation facility and service providers and owning jurisdictions. These agencies shall be given 30 calendar days to review the application and to suggest any revisions in the public's interest to protect the operation of transportation facilities and services.

2. Type IV applications and Type III applications for Preliminary PUD Approval (Section 5.103.07), Preliminary Subdivision Approval (Section 5.105.09) and Conditional Use Permits (Section 5.103.01) for transportation system facilities and improvements that require a Transportation Impact Analysis shall be sent to affected transportation facility and service providers and owning jurisdictions. These agencies shall be given 30 calendar days to review the application and to suggest any revisions in the public's interest to protect the operation of transportation facilities and services.

OAR 660-12-0045(2)(a)

Access control standards

NOTE: Section 7 of this TSP recommends that the City of Woodburn and ODOT consider the need for conditioning each land use action located within the vicinity of a state facility with one or more of the actions listed in Section 7 under Access Management. Following City and ODOT review and direction, proposed changes to WDO Section 3.104 will be provided.

OAR 660-12-0045(2)(f)

Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of:

- (A) Land use applications that require public hearings;*
- (B) Subdivision and partition applications;*
- (C) Other applications which affect private access to roads; and*
- (D) Other applications within airport noise corridors and imaginary surfaces which affect airport operations.*

The proposed changes to Section 4.101.09 that are recommended for compliance with OAR 660-12-0045(1)(c) also address OAR 660-12-0045(2)(f).

OAR 660-12-0045(2)(g)

Regulations assuring that amendments land use designations, densities, and design standards are consistent with the functions, capacities and levels of service of facilities identified in the TSP:

To address the requirements of OAR 660-012-045(2)(g), revisions to Sections 5.104.02 and 5.104.04, "Comprehensive Plan Map Change, Owner Initiated" and "Zoning Map Change, Owner Initiated," are proposed.

5.104.02 Comprehensive Plan Map Change, Owner-Initiated

- B. Application Requirements. An application shall include a completed City application form, filing fee, deeds, notification area map and labels, written narrative statement regarding compliance with criteria, location map, and the following additional exhibit:

1. Transportation Impact Analysis (TIA), as applicable.

The application shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060. If the review indicates that a transportation facility could be significantly affected, a TIA may be required. Significant means the proposal would:

- a. Change the functional classification of an existing or planned transportation facility. This would occur, for example, when a proposal causes future traffic to exceed the capacity of “collector” street classification, requiring a change in the classification to an “arterial” street, as identified by the Transportation System Plan; or
- b. Change the standards implementing a functional classification system; or
- c. Allow types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or
- d. Reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan. . . .

4. Approval Criteria. Amendments to the comprehensive plan and land use standards which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:

- a. Limiting allowed land uses to be consistent with the planned function of the transportation facility; or
- b. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,
- c. Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes of transportation.

5.104.04 Zoning Map Change, Owner-Initiated

B. Application Requirements. An application shall include a completed City application form, filing fee, deeds, notification area map and labels, written narrative statement regarding compliance with criteria, location map and the following additional exhibit:

1. Transportation Impact Analysis (TIA), as applicable.

The application shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060. If the review indicates that a transportation facility could be significantly affected, a TIA may be required. Significant means the proposal would:

- a. Change the functional classification of an existing or planned transportation facility. This would occur, for example, when a proposal causes future traffic to exceed the capacity of “collector” street classification, requiring a change in the

- classification to an “arterial” street, as identified by the Transportation System Plan; or
 - b. Change the standards implementing a functional classification system; or
 - c. Allow types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or
 - d. Reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan.
- C. Criteria.
1. Evidence proving a need for the proposed use and the other permitted uses within the proposed zoning designation.
 2. Evidence that the subject property best meets the need relative to other properties in the existing developable land inventory already designated with the same zone considering size, location, configuration, visibility and other significant attributes of the subject property.
 3. Amendments to the comprehensive plan and land use standards which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:
 - a. Limiting allowed land uses to be consistent with the planned function of the transportation facility; or
 - b. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,
 - c. Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes of transportation.

Because Transportation Impact Analysis could be required for comprehensive plan map and zoning map changes in addition to access to City streets, Exhibit Q, “Transportation Impact Analysis (TIA) Requirements,” in Section 6 of the WDO should be revised as follow:

Q. Transportation Impact Analysis (TIA) Requirements

A Transportation Impact Analysis required for either a street, (or access to a street), that is under City jurisdiction, a comprehensive plan map change, or a zoning map change shall be conducted to the specifications of the Public Works Department.

OAR 660-12-0045(3)(a)

Bicycle parking facilities as part of new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots;

WDO Section 3.105.02, “General Provisions for Off Street Parking and Loading,” indicates that all uses required to provide 10 or more vehicle parking spaces must also provide a

bicycle rack within 50 feet of the main entrance. This provision excludes multifamily dwelling units with four units, because only eight vehicle parking spaces are required, which is below the minimum trigger for providing bicycle parking. The following changes to Section 3.105.02 of the WDO would require multifamily residential developments with four or more units to provide a bicycle rack.

3.105.02 General Provisions for Off-Street Parking and Loading

H. On-Site Vehicle Parking and Loading Area Improvement Requirements

10. On-site Bicycle Parking Requirements. All uses required to provide 10 or more off-street parking spaces and residential structures with four or more units shall provide a bicycle rack within 50 feet of the main entrance. The number of required rack spaces shall be one plus one per ten vehicle spaces, with a maximum of 20 rack spaces.

OAR 660-12-0045(7)

Local governments shall establish standards for local streets and accessways that minimize pavement width and total right-of-way consistent with the operational needs of the facility.

As currently written, the street standards in Section 3.101.03 are not identified as minimizing the amount of pavement required for streets and accessways. The proposed changes to Section 3.101.03.A would provide an unequivocal statement to that effect. Changes to Section 3.101.03.B are recommended to make the WDO and TSP consistent.

3.101.03 Right-of-Way and Improvement Standards ~~(Figure 6.9)~~

- A. The street right-of-way and improvement cross-sectional standards required for development are depicted in Figure 7-2 and Table 7-1 of the Woodburn Transportation System Plan ~~Figure 6.9 of the WDO. 30, EXCLUDING: Local Residential W/ Parking Both Sides "Skinny" Street; Local Residential W/ Parking One Side "Skinny" Street; and Local Residential Street W/ No Parking. (See Figure 6.6).~~ These standards are based on the functional classification of each street as shown in Figure 7-1 of the Woodburn Transportation System Plan. The street right-of-way and improvement standards minimize the amount of pavement and ROW required for each street classification consistent with the operational needs of each facility, including requirements for pedestrians, bicycles, and public utilities.
- B. The following additional standards for Local Residential Streets: ~~[Note: Items a through d for both Local Residential Street with Parking One Side and Local Residential without Parking should be shown in an updated TSP Figure 30 and an updated WDO Figure 6.9.]~~
 1. Local Residential Street with Parking One Side:
 - a. ~~Right of way: 50 feet.~~
 - b. ~~Public Utility Easement: 5 feet, each side.~~
 - c. ~~Curb to curb improvement: 29 feet.~~
 - d. ~~Sidewalks: 5 feet wide, each side.~~

- ~~e. Required common, onsite parking over and above the parking requirements under other provisions of the **WDO**: One (1) space per dwelling unit, located no further than 250 feet from the subject lot.~~
- 2. Local Residential Street without Parking:
 - ~~a. Right of way: 50 feet.~~
 - ~~b. Public Utility Easement: 5 feet, each side.~~
 - ~~c. Curb to curb improvement: 24 feet.~~
 - ~~d. Sidewalks: 5 feet wide, each side.~~
 - d. Required common, onsite parking over and above the parking requirements under other provisions of the **WDO**: Two (2) spaces per dwelling unit lot, located no further than 250 feet from the subject lot.

2.116 Interchange Management Area (IMA) Overlay District (new)

2.116.01 Purpose

The purpose of this overlay district is to preserve the long-term capacity of Woodburn's I-5 Interchange with Highway 214, in coordination with the Oregon Department of Transportation (ODOT).

Preserving the capacity of this interchange is an essential element of the City's economic development strategy, because continued access to I-5 is necessary to attract and maintain basic employment within the Woodburn Urban Growth Boundary (UGB). This chapter complements the provisions of the Southwest Industrial Reserve (SWIR) Overlay District by ensuring that industrial land is retained for targeted basic employment called for in the Woodburn Economic Opportunities Analysis (EOA) and Woodburn Economic Development Strategy (EDS). This chapter also ensures that needed industrial, commercial and residential land within the IMA Overlay District is protected from commercial encroachment.

These goals are met by establishing trip generation budgets as called for in Transportation Policy H-7.1 of the Woodburn Comprehensive Plan. The parcel budgets are intended to be high enough to accommodate peak hour trips anticipated by the 2005 Woodburn Comprehensive Plan (WCP) and Transportation Systems Plan (TSP), but low enough to restrict unplanned vehicle trips that could adversely affect the interchange.

2.116.02 Boundary of the IMA Overlay District

The boundary of the IMA Overlay District is shown on the Woodburn Comprehensive Plan Map and Zoning Map (Figure 9-1 in this section).

2.116.03 Applicability

The provisions of **Section 2.116** shall apply to all Type II – V land use applications that propose to allow development that will generate more than 20 peak hour vehicle trips (based on the latest Institute of Transportation Engineers Trip

Generation publication) on parcels identified in *Table 2.116.1*. The provisions of *Section 2.116.07* shall apply to all properties within the boundary of the IMA.

2.116.04 Vehicle Trip Budgets

Section 2.116 establishes a total trip generation budget for planned employment (commercial and industrial) land uses within the Interchange Management Area – defined as the IMA Trip Budget, and a trip budget for each vacant commercial or industrial parcel – defined as the parcel budget.

A. The IMA District Trip Budget

The IMA Trip Budget for commercial and industrial uses identified on Table 2.116.1 is 2,500 peak hour vehicle trips. (An estimated 1,500 additional peak hour residential trips are planned within the IMA District.) The IMA Trip Budget will be allocated to parcels identified on Table 2.116.1 on a first developed – first served basis.

B. 2005 (Initial) Vehicle Trip Budget by Parcel

The parcel budget for each vacant commercial or industrial parcel within the IMA Overlay District is shown on Table 2.116.1. Parcel budgets are based on 11 peak hour trips per developed industrial acre, and 33 peak hour trips per developed commercial acre.

1. The parcel budget for each parcel will be reduced in proportion to actual vehicle trips generated by new development on any portion of the parcel.
2. The City *may* allow development that exceeds the parcel budget for any parcel in accordance with Section 2.116.06(B).

Table 2.116.1. Vehicle Trip Budget by Parcel (Parcel Budget)

Assessor Map and Tax Lot Number	Applicable Comprehensive Plan Designation	Vacant Buildable Acres	Maximum Peak Hour Vehicle Trips
052W11 00300	SWIR	88	968
052W13 01100 052W14 01500 052W14 01600	SWIR	96	1056
052W14 00200 052W14 00600	SWIR	22	242
052W14 00800 052W14 00900 052W14 01000 052W14 01100	SWIR	109	1199
052W14 01200	SWIR	4	44
052W23 00100	SWIR	46	506
052W12AC 04301	Commercial	2	66

Assessor Map and Tax Lot Number	Applicable Comprehensive Plan Designation	Vacant Buildable Acres	Maximum Peak Hour Vehicle Trips
052W12C 00604	Commercial	1	33
052W12C 00605	Commercial	3	99
052W12C 02100	Commercial	7	231
052W12C 02200	Commercial	6	198
052W12C 02300	Commercial	7	231
052W12C 02400	Commercial	2	66
052W13 01600	Commercial	5	165
052W14 02000	Commercial	8	264
052W14 02100	Commercial	5	165
052W14 02300	Commercial	6	198
052W13BD 00900 (westerly portion) 052W13BD 01500 052W13BD 01600 052W13BD 01700 052W13BD 01800	Nodal Commercial	9	297

2.116.05 Administration

This chapter delineates responsibilities of the City and ODOT to monitor and evaluate vehicle trip generation impacts on the I-5 interchange from development approved under this section.

A. TIA (Traffic Impact Analysis)

A TIA is required for all land use applications subject to the provisions of **Section 2.116**. The TIA must meet City and ODOT administrative rule (OAR Chapter 734, Division 51) requirements and shall include an evaluation and recommendation of feasible transportation demand management (TDM) measures that will minimize peak hour vehicle trips generated by the proposed development.

B. ODOT Coordination in Land Use Reviews

For a land use application subject to the provisions of Section 2.116:

1. The City shall not deem the land use application complete unless it includes a TIA prepared in accordance with Exhibit Q, TIA Requirements.
2. The City shall provide written notification to ODOT when the application is deemed complete. This notice shall include an invitation to ODOT to participate in the City's facilities review meeting.

3. ODOT shall have at least 20 days to provide written comments to the City, measured from the date completion notice was mailed. If ODOT does not provide written comments during this 20-day period, the City staff report may be issued without consideration of ODOT comments.

C. City Monitoring Responsibilities

The details of City and ODOT monitoring and coordination responsibilities are found in the approved Woodburn – ODOT Intergovernmental Agreement (IGA).

1. The City shall be responsible for maintaining a current ledger documenting the cumulative peak hour trip generation impact from development approved under Section 2.116, compared with the adopted IMA Trip Budget.
2. The City may adjust the ledger based on actual development and employment data, subject to review and concurrence by ODOT.
3. The City will provide written notification to ODOT when land use applications approved under Section 2.116, combined with approved building permits, result in traffic generation estimates that exceed 33% and 67% of the adopted trip generation budget.

D. Vesting and Expiration of Vehicle Trip Allocations

This section recognizes that vehicle trip allocations may become scarce towards the end of the planning period, as the I-5 Interchange nears capacity. The following rules apply to allocations of vehicle trips against the adopted trip budget:

1. For commercial and industrial land use applications, vehicle trip allocations are vested at the time of design review approval.
2. Vehicle trips shall not be allocated based solely on approval of a comprehensive plan amendment or zone change, unless consolidated with a subdivision or design review application.
3. Vesting of vehicle trip allocations shall expire at the same time as the development decision expires, in accordance with Section 4.102.03-04.

2.116.06 Allowed Uses

Generally, permitted and conditional uses allowed in the underlying zoning district are allowed subject to other applicable provisions of the WDO and Section 2.116.

2.116.07 Comprehensive Plan and Zoning Map Amendments

This section applies to all Comprehensive Plan Map amendments within the IMA Overlay District. This section does not apply to Zoning Map amendments that result in conformance with the applicable Comprehensive Plan Map designation, such as Zoning Map amendments that occur when land is annexed to the City.

A. Transportation Planning Rule Requirements.

Applications for Comprehensive Plan Map amendments, and for Zoning Map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility, and must meet the requirements of Oregon Administrative Rule (OAR) 660-012-0060 and WDO Section 5.104.02-04.

B. Limitations on Comprehensive Plan Amendments.

To ensure that the remaining capacity of the I-5 Interchange is reserved for targeted employment opportunities identified in Chapter 4 of the Economic Opportunities Analysis (EOA) and needed housing, this section imposes the following prohibitions on Comprehensive Plan Map amendments within the IMA Overlay District:

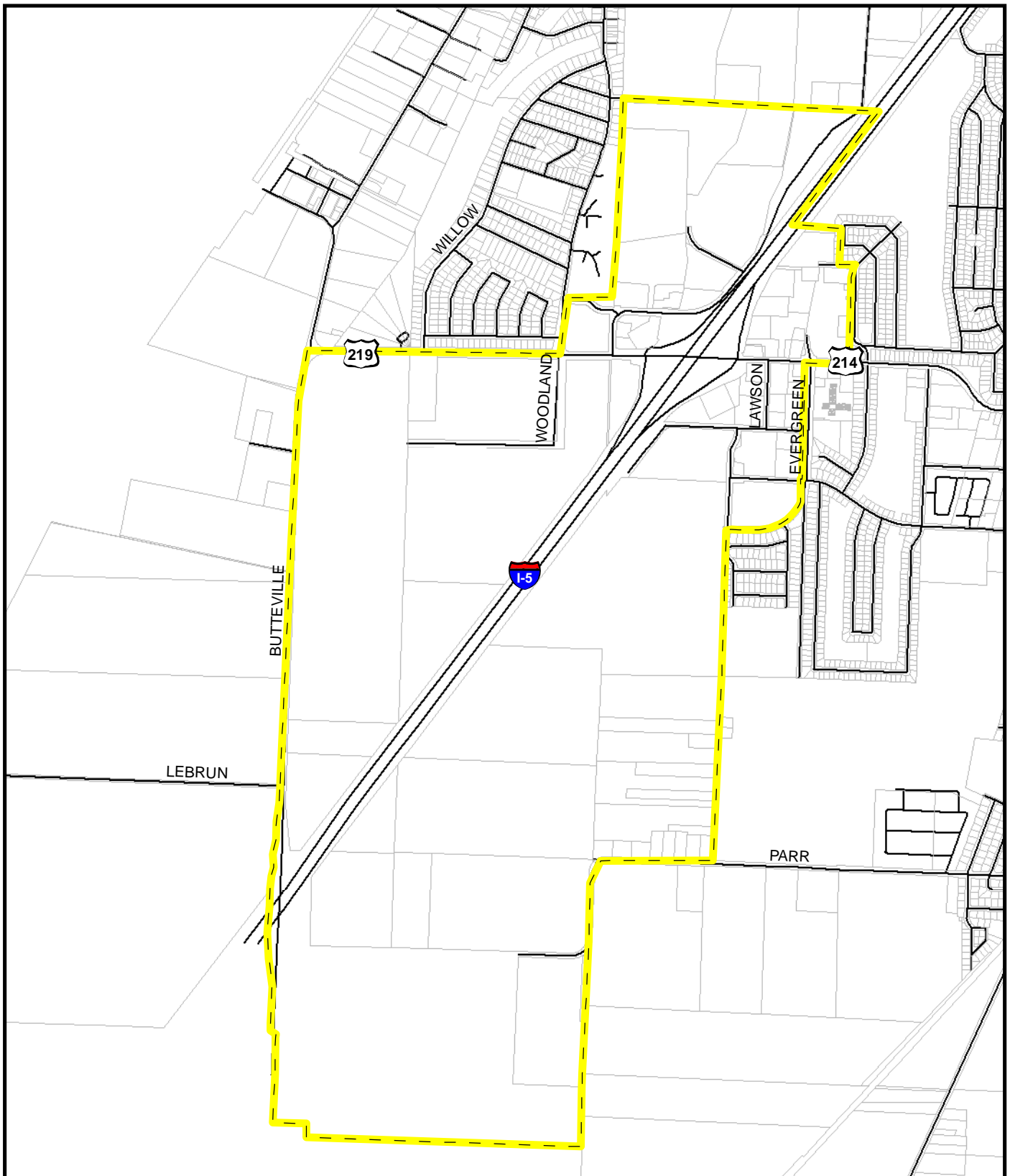
1. Comprehensive Plan Map amendments that will increase the net Commercial land area within the IMA Overlay District shall be prohibited.
2. Comprehensive Plan Map amendments that allow land uses that will generate traffic in excess of the IMA Trip Budget shall be prohibited.

2.116.08 Interchange Capacity Preservation (ICP) Standards

Land use applications subject to the provisions of Section 2.116 shall comply with the following:

- A. Cumulative Impact Standard. Peak hour vehicle traffic generated from the proposed development shall not, in combination with other approved developments, exceed the IMA District Trip Budget of 2,500.
- B. Parcel Specific Impact Standard. Peak hour vehicle trips generated by the proposed development shall not exceed the maximum peak hour vehicle trips specified in Table 2.116.1 for the subject parcel, EXCEPT:
 1. Development of uses listed in Table 2.1.21 (Section 2.114.03, SWIR Zone Permitted Uses) may be allowed to exceed the maximum, if the development will contribute substantially to the economic objectives found in Chapter 2 of the Woodburn Economic Development Strategy (EDS).
 2. Residential development on a parcel zoned Commercial shall be allowed to exceed the maximum.

- C. Transportation demand management (TDM) measures shall be required to minimize peak hour vehicle trips and shall be subject to annual review by the City.



Legend

- Tax Lots
- Overlay Zone
- Roads



0 750 1,500 2,250 3,000
Feet

Figure 9-1
Interchange Management Area (IMA)
Overlay District

